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ABSTRACT

This working paper examines behavior change as a key element in creating an enabling environment to sustain educational reform in Indonesia. It recommends elevating the importance of a formalized behavior change framework and methodology so that future plans for educational reform in Indonesia will include social marketing as a planned subcomponent. Six chapters focus on the following: (1) "An Introduction and Behavior Change Theory"; (2) "A Model for Behavior Change in Education" (defining social marketing and the Applied Behavior Change, or ABC, Framework for Education); (3) "Case Studies of Social Marketing Programs in Education" (a complicated example in Bangladesh and a successful example in Ghana); (4) "A National Social Marketing Strategy for Education in Indonesia" (background on Indonesia's educational system and an outline of a social marketing plan for Indonesia); (5) "Training Social Marketing Professionals"; and (6) "Conclusions" (recommendations for conceiving a social marketing effort and implementing the ABC framework in Indonesia). (Contains 26 references.) (SM)

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THE REGIONAL EDUCATIONAL DEVELOPMENT AND IMPROVEMENT PROJECT (REDIP)

Document No.17-ENG

WORKING PAPER VII:
Educational Decentralization and Behavior Change Needs In Indonesia

Prepared by
Joseph Cohen, Ed.D.
Academy for Educational Development

DEPDIKNAS-JICA
Redip
Regional Educational Development and Improvement Project
II-99-3941

Jakarta, August 2000

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Acronyms and Abbreviations

Bappenas	National planning bureau
BP3	school-level parent organizations to set fees for the school
BPG	provincial level in-service teacher training centers
COPLANER	Community Participation in Planning and Management of Education Resources Project
COPSEP	Community Participation in Strategic Education Planning for School Improvement
DEOC	District Education Oversight Committees
DIK	Recurring budget managed by the Ministry of Finance
DIP	Development budget managed by Bappenas
FCUBE	Initiative for creating a free, compulsory and universal basic education system in Ghana
FEAP	Female Education Awareness Program
FSSAP	Female Secondary School Assistance Project
GreenCom	Environmental Education and Communication Project
IDA	International Development Agency of the World Bank
IEC	Information, Education and Communication
IKIP	Pre-service teacher training and certification institutes
IPPM	Institute of Management Education and Development
JICA	Japan International Cooperation Agency
KEPMEN	Indonesian ministerial decree
KKKS	School cluster level committees for school principals
M&E	Monitoring and evaluation
MGMP	School cluster level committees for teachers
MOEC	Ministry of Education and Culture
MOHA	Ministry of Home Affairs
MONE	Ministry of National Education
MORA	Ministry of Religious Affairs
NGO	Non-governmental organization
PIU	Project Implementation Unit
PPPG	National in-service teacher training centers
REDIP	Regional Educational Development and Improvement Project

Non English Terminology

balai penataran guru	Provincial level in-service teacher training centers operated by MONE (BPG)
badan pembantu penyelenggaraan pendidikan	Parent organization at school level that sets school fees (BP3)
dinas p&k	District level office of MOHA, p&k indicating the department dealing with education
dinas II p&k	subdistrict level office of MOHA
guru inti	master teachers trained at the PPPG or BPG and assigned as teacher trainers or to support teachers at the school cluster level
institut keguruan dan ilmu pendidikan	Pre-service teacher training institutes that offer diploma and degree programs along with certification (IKIP)
kabupaten	District level of the political structure in Indonesia
kandep p&k	MONE district level office for education
kanwil p&k	MONE provincial level office for education
kecamatan	Subdistrict level of the political structure in Indonesia
kotamadya	Urban district level political structure
pusat kegiatan belajar masyarakat	Indonesian model for community centers located in primary schools (PKBM)
pusat pengambangan penataran guru	national level in-service master teacher training centers operated by MONE (PPPG)
repelita	national five-year plans
sekolah kecil	Literally "small school" and new model of schooling for rural areas and urban poor
thana	Rural district in Bangladesh
yayasan	Foundation

Introduction

This working paper is written as part of a series of papers prepared as a partial requirement under the Regional Educational Development and Improvement Project. Each paper addresses directly or indirectly some aspect of educational quality and implications for improving Indonesia's national system. In this paper, the focus is on behavior change as a key element in creating an enabling environment for sustaining educational reform.

Behavior change is an emerging discipline referred to as social marketing. The education sector lags behind other social sectors that have formalized the social marketing process as an element of institutional reform. This paper looks at elevating the importance of formalized behavior change framework and methodology so that future plans for educational reform in Indonesia include social marketing as a planned subcomponent.

Social marketing draws from several disciplines that are merged with education. These disciplines include commercial marketing, behavioral science research, and strategic planning. No one person can be expert in all aspects of social marketing; therefore, the author has had to rely on others for key information. Ms. Beverly Schwartz, Vice President for Social Marketing at the Academy for Educational Development (AED) provided all of the information relating to the two case studies presented in this paper. Her extensive work in social marketing planning and implementation has encompassed education and health. Mr. Peter Mitchell, also located at AED as Senior Communication Advisor, provided background information on training for social marketing. As a result of his work in specific areas such as health, environment and traffic safety he has developed training modules that have generic application across all social sectors.

This paper is intended for those involved in all levels of educational planning in Indonesia. This document provides an overview of social marketing leading the reader to seek additional inputs of a more specialized nature and directly applicable to the needs of education. One starting place may be found through an Internet search, the first stop being the Social Marketing Institute (www.social-marketing.org). A second organization, Covering Kids, focuses on the application of social marketing in education (www.coveringkids.org). The Academy for Educational Development lists a number of social marketing project descriptions and a visit to that sight would prove useful (www.aed.org). A web search of the term *Social Marketing* may yield many other contacts. Such readings will serve to reinforce the notion that social marketing is an important component in education reform.

1. Introduction and Behavior Change Theory

There have been momentous events in the history of education in Indonesia. The Basic Law of 1945 marked the period of independence and the new governmental structure under which all future laws were to conform. The Education Law #2 of 1989 sets into motion the current structure of education in Indonesia. And in 1999, Law No. 22 and Law No.25 redefined autonomous governing regions at the provincial and district levels as well as defined revenue sharing within these structures. As a result, education is greatly affected by decentralization, changing the roles and responsibilities for all stakeholders including community, parents, educators, and levels of government. At this writing, regulations and decrees are reshaping the policies and procedures related to all levels of education. Although some individuals are able to articulate what these changes are, there is little understanding of how stakeholders are to change their behaviors in line with current education reform efforts in which education is and will be conducted.

Changes in Indonesian law, regulations, policies and procedures will continue to address five key areas of basic education:

1) **Access:** The aim is to increase junior secondary education enrollment to 100 percent while maintaining 100 percent enrollment at primary education. By 2008, universal basic education (years 1 through 9) is to become a reality. As junior secondary education graduates seek places at senior secondary education institutions, more facilities will be built to accommodate increased enrollment rates at the senior secondary level.
2) **Equity:** This is to be achieved by providing alternative educational delivery systems for sparsely populated areas through sekolah kecil and other nonformal educational delivery. Also, scholarship programs are to be maintained to provide educational opportunities for urban and rural poor.
3) **Quality:** Through decentralization and by investing more in teacher training, textbooks, and other targeted interventions, the quality of education is to be improved so that students are better prepared for higher levels of education and the world of work.
4) **Efficiency:** Efforts to increase internal efficiency (lower unit costs) and external efficiency (relevancy) include reducing dropout and repetition rates, aligning curriculum to societal needs, and appropriate staff deployment.
5) **Institutional Strengthening:** With decentralization a reality, targeted groups of educators, civil servants and other stakeholders are to be trained in new methods of planning, program development, and program implementation.

There is a sixth element that is missing and is especially important when sweeping national change such as educational decentralization requires major shifts in how stakeholders are to behave. This element is referred to as **Social Marketing**. The purpose of social marketing is to plan and implement programs designed to bring about social change using concepts from commercial marketing. As applied to the Indonesian educational system, this would mean planning and implementing programs that change how stakeholders behave in relation to planning, implementing and evaluating education at the school, subdistrict, district, provincial and national levels. The purpose of such educational change is to improve the national education system.

An examination of World Bank appraisal reports covering the last six junior secondary (1996a, 1996b, 1996c) and basic education projects (1998, 1999a, 1999b) suggests that behavior change is interpreted to mean institutional strengthening through training rather than through establishment of a formal system to institute behavior change among all interested audiences. For example, the Sumatera Basic Education Project Appraisal Report (1999b) has two goals – to ameliorate the impact of the economic crisis on education and to improve the quality of education. Set in the climate of decentralization, the project is to improve quality through community support activities; teacher training; primary school rehabilitation; and programs to improve the distribution of education. The institutional reform component of the project states that districts, subdistricts and schools should be able to manage their responsibilities for the delivery of basic education more skillfully. One activity related to institutional reform is to... "carry out targeted activities, involving communities, to make them more aware and participating in school affairs." Training is to be provided at the district level to meet project objectives including generating community participation through workshops and awareness raising meetings, and seed support to start new initiatives that bring schools and communities closer together.

To the extent that community participation is an important aspect of decentralization, each new externally funded projects provides for community involvement. To achieve this, district, subdistrict and school-level personnel and government officials are to be trained in the knowledge and skills of community engagement. Thus, behavior change targeted at these audiences is achieved by providing training through project funding. In turn, community behavior change is to be achieved through activities planned by government and educational personnel so that parents and other interested parities become involved in aspects of planning, program implementation and evaluation. Although well intentioned, such efforts do not achieve the greater aims of social marketing which takes a much more comprehensive view of behavior change, a view that is necessary in the climate of Indonesia's major effort to improve national education through decentralization.

It is the purpose of this document to demonstrate the importance of social marketing as a cornerstone for achieving educational reform in Indonesia. Other project or program aims involve changing the legal structure; training people at specific implementing agencies; or providing other resources such as funding. Social marketing provides the necessary behavior change mechanism to ensure that stakeholders are aware of why the changes are being made; why it is in the stakeholders' best interest to embrace these changes; and what stakeholder behaviors are to practiced and sustained to ensure that changes are implemented successfully. This is exemplified in the following discussion.

Instituional capacity building is designed to answer the following question: *What is the gap between the current capacity of each organization and the capacity required to implement project goals?* If the four goals of a project include equity, access, efficiency and quality, organizations such as schools; various ministry offices at the national, regional, district, and local levels; intermediary institutions such as teacher training colleges; textbook publishers; a national testing center; and many others need to be assessed to determine the gap between current and future capacity needs. Then, an institutional capacity building plan can be designed to eliminate the gap. Although this provides skills, knowledge, tools and techniques to specific targeted audiences, it ignores two other vital requirements to ensure that organizations sustain their

activities once a project is completed. Thus, institutional capacity building is only one domain that is essential in successful project implementation and sustainability.

The second domain involves **the legal structure**. It is necessary to answer a second question to determine if the project environment can meet with success: *Do laws, regulations, policies and procedures exist that support the project goals, or are changes necessary to facilitate their implementation and sustainability once the project is completed?* Implementing organizations are unlikely to sustain project efforts if the legal structure does not support project activities. For example, if communities are encouraged to raise funds locally but government regulations require that money be submitted to a local government finance agency for redistribution, it is unlikely that community organizations will engage in fund raising activities. The legal structure needs to be reviewed and brought into line with program or project goals to increase the likelihood that project activities will be sustained.

The third domain involves **social marketing**. A social marketing effort answers the following question: *Is each stakeholder aware of the reform effort as defined by the project; can see the personal benefit of project activities; and they exhibit appropriate to sustain the reform effort?* The audience of stakeholders is larger than that addressed by institutional capacity building. The capacity building effort must be targeted to those actually participating in key aspects of the projects. For them to do their jobs effectively and for the processes of reform to be sustained, the larger audience must receive continuous and multiple types of messages in order to make them aware, inform them of benefits they will receive, and teach new behaviors. Without this component, project outcomes are less likely to be sustained. This process of social marketing is commonly referred to as IEC or Information-Education-Communication.

'Model for Sustaining Project/Program Effectiveness

Figure 1

Figure 1 shows the relationship of these three domains – legal reform, institutional capacity building and social marketing – to the four major categories of educational change – equity, access, efficiency and quality. The four categories represent the mix of change requirements for the Indonesian national education system to be improved. To sustain improvement or reform, the three domains need to be structured so they facilitate rather than impede change. Each domain is required in order to achieve the balance necessary to create an enabling environment, thus facilitating sustainability. REDIP Working Paper VI (Cohen, 1999) and Working Paper VIII (Cohen, 2000) discuss capacity building through training in Indonesia and the legal structure of education in Indonesia. This paper focuses on the third domain, social marketing.

Three laws have set the tone for education in Indonesia today – Law #2 of 1989, Law #22 of 1999 and Law #25 of 1999. Whereas Law #2 0f 1989 sets into place the modern system for education in Indonesia, the latter two laws define a major shift of education, and all other ministerial level functions, to provincial and district organizations. This now requires reshaping a number of regulations, policies and procedures, many of which will emanate not only from the ministry but also from newly empowered educational offices at the provincial and district levels. Thus, a major shift is now underway in the legal structure of education and it is too early to determine whether appropriate changes will be put into place that not only enable governments to achieve educational reform but that do not conflict with law #2 of 1989. It is possible that a conflict may result between the current goals of education as specified in Repelita VII and current and new regulations, policies and procedures that are and will be established. Such a conflict may result in retarding educational reform

In terms of capacity it is anticipated that many institutions and organizations will be ill prepared to assume new functions, roles and responsibilities as defined by the changing legal structure. A capacity analysis, similar to that designed by E. Orbach (2000) at the World Bank should be conducted to determine gaps between what organizations are able to do and what they will be required to do as the educational structure changes. It is anticipated that many district, subdistrict and school level stakeholders are not prepared to assume such responsibilities. Orbach defines six areas that need to be analyzed to determine organizational capacity as shown in figure 1.

Social marketing serves to link the legal and capacity issues with project goals so as to create the proper behavioral environment to make the necessary changes. It is the social marketing domain that energizes the human resources within and outside the educational system to practice the specific behaviors necessary to effect reform.

2. A Model for Behavior Change in Education

2.1. Defining Social Marketing

If social marketing is so important to the reform process, what is it? As defined by Andreason (1995a):

> Social marketing is the adaptation of commercial marketing technologies to programs designed to influence the voluntary behavior of target audiences to improve their personal welfare and that of the society of which they are part. It does so by focusing on the marketplace and thus determines the best way to design programs, target efforts and deploy resources to gain acceptability for a wide range of social ideas. The elicited behavior change is always voluntary, never coerced and financial profit for personal gain is never the (ultimate) motivation for the social marketing effort.

Prior to 1969, marketing was seen as a set of activities that managers in for-profit organizations used to achieve their goals. Kotler and Levy (1969) observed that an increasing amount of society's work was being done by non-profit organizations, and that these organizations were utilizing similar marketing techniques for social gain as were for-profit organizations for economic gain. It was Kotler who applied the term, social marketing in 1971 as a technology used by any organization to further its goals.

Andreasen (1995b) sees three contributions that commercial organizations have made to social marketing:

1) **The customer mindset:** In the past, social organizations thought that to change behavior it was simply a matter of announcing the need or requirement to the targeted audience. In most cases, this approach led to failure or unsustained response. In the commercial sector, organizations conduct market research in three stages. The stages are formative research to guide plans and tactics; pretesting approaches to determine effectiveness of plans; and continuance of customer research to track performance and adjust strategies. By adapting these three stages, social organizations find that they can target plans to the mindset of different audiences rather than treating all audiences as the same.
2) **The marketing planning process:** The term itself has had a negative connotation in the non-profit sector. Social organizations, however, are learning to use a two-step planning process similar to that used by commercial organizations, the purpose being to improve success in reaching organizational goals. The process involves organization-level planning to plot a course of action over an extended period of time. Second, the process involves a way of thinking that embodies a marketing mix (place, price, product, and promotion), assessment process to measure success, and brand management.
3) **Marketing concepts and tools:** Social organizations have seen the importance of applying tools such as market segmentation, branding, and alliance building to better target services to specific audiences, developing a specific and identifiable product or service, and to form partnerships with commercial organizations to add complementary capbilities such as product distribution, or funding in meeting an organization's mission.

Today, social marketing is applied to numerous situations dealing with traffic safety, maternal and child health, environmental protection, drug abuse prevention, civil society reform, zero population growth, nutrition, and education. Programs designed to change behavior in these contexts are based on theories and models emerging from research. Such theories as the theory of reasoned action and social learning theory as well as models including the health belief model, communications/persuasion model, transtheoretical model, precede/proceed model and diffusion of innovations model have emerged from the psychological, communications and other behavioral sciences disciplines (Graeff, Elder, Booth, 1993). What is important about these theories and models is that they focus on behavior as the starting point in determining how project elements can be put into place to resolve specific educational problems or, on a much larger scale, to reform a national educational system.

2.2 A Practical Framework for Education

One practical framework used in social marketing was developed by the Academy for Educational Development in the mid 1980s and has evolved over time by field-testing and use across many sectors. The **Applied Behavior Change Framework** (ABC Framework) has direct applicability to education as it does to other social sectors. It uses a participatory approach that starts with behavior and defines exactly what people need to do to resolve a problem or reform a system. Participation is key to the success of the ABC Framework. The Framework involves a standardized process that facilitates the participation of stakeholders affected by educational reform as well as those who are to implement the reform. Actively involving stakeholders from various organizational levels, sectors and disciplines encourages consensus among the diverse group of individuals needed to introduce, support, perform, and maintain target behaviors. As described by Booth (1996) participation creates a new kind of partnership that is necessary for programs to succeed. The participatory process:

1) Empowers people to take action.
2) Builds on what people are already doing correctly.
3) Develops practical methods to ensure behavior change.
4) Identifies intermediate indicators of a program or project's impact.
5) Develops more effective education, communication, and promotional strategies.
6) Ensures that equity issues are addressed.

Such an approach is inherent in decentralization as described in various Indonesian legal documents.

The ABC Framework has a four-step process (Graeff, Elder and Booth, 1993). The first step requires defining the ideal behavior(s). The educational system is a complex social system and actions need to be thoroughly understood in their cultural context in order to develop effective behavior change strategies. **A behavior** is a single action that a person takes under specific circumstances. An **ideal behavior** is one in which a person needs to perform to resolve a specific educational problem. An **educational practice** is a series of several related behaviors which, taken together, have an impact of reforming education. Defining the ideal behaviors is accomplished by the work of a multidisciplinary, multilevel and multisectoral team representing stakeholders in the educational system. This team (referred to here as the multi-part team)

reaches consensus on ideal behaviors through a series of meetings or workshops. A social marketing facilitator trained in the process leads the meetings. In the context of Indonesia one ideal behavior might involve classroom teachers preparing no-cost instructional materials for use in active learning settings. A second ideal behavior might involve community members volunteering their time in schools.

The second step involves conducting research with doers and non-doers. "Doers" are men and women who regularly perform the ideal behavior while "non-doers" do not. It is necessary to study these two groups, approximately 15 individuals within each group, and use a variety of research techniques. The following techniques are used in conducting behavior research of this nature:

1) **Structured observation**. Using a pre-determined checklist, researchers observe and record behaviors according to the checklist criteria.
2) **Interview techniques**. Focus groups and individual in-depth interviews are used to gather information from target audiences through discussion, probing and open-ended questioning.
3) **Surveys**. Individuals complete self-report surveys or questionnaires that are generally close-ended and quantifiable so as to measure a set of constructs that describe a certain type or class of indicator.

Audience research can determine specific factors that influence behavior. This type of research helps the team to determine what is being done currently in relation to the specified behavior; what are the actual behaviors; why people do what they do; why doers and non-doers are different; and, what factors have most influenced each group's behavior. Various factors influence behavior, the most common being:

1) Availability of appropriate technologies
2) Policies and laws
3) Antecedent events that trigger behavior
4) Consequences that cause people to continue (positive) or extinguish (negative) behavior
5) Perceived consequences or those that don't exist but are believed to exist by those performing the behaviors
6) Perceived social norms
7) Perceived skills, how the individual feels he can manage the behavior or commonly referred to as self-efficacy

In the case of the two examples of ideal behaviors for Indonesia, teachers may not construct low-cost instructional materials because of antecedent events, perceived skills and perceived social norms. In the case of community volunteers, perceived consequences, actual consequences, and self-efficacy may cause or inhibit ideal behavior. It is likely that for each ideal behavior, a complicated mix of factors impedes ideal behaviors and social research identifies this mix with respect to each target audience studied.

The third step in the ABC process is to select and negotiate target behaviors. Since the educational system is a multi-tiered and multilevel social system, it would be impossible to research all behaviors and then develop a plan to change them. Instead, the multi-part team

needs to eliminate the majority of ideal behaviors and select a core of feasible target behaviors as the focus of the educational behavior change program. This is achieved through a process of elimination. The team eliminates those that have no demonstrated impact on the specific educational problem or that are not feasible for the target audience to adopt. The final list of target behaviors of a particular social marketing program will be a highly selective subset of the ideal behaviors. The ABC Framework uses a **Behavior Analysis Scale**, shown later, as a tool to select and prioritize target behaviors. Each behavior is rated along a six-point scale using the following constructs:

1) potential for impact on the educational system
2) existence of approximations to the ideal behavior
3) positive consequences
4) compatibility with cultural practices
5) cost
6) complexity

The resulting score helps the multi-part team to understand which behaviors have the most potential for impact and that are feasible.

The fourth step involves developing strategies that address and build on the specific factors affecting the adoption of target behaviors. The research from the previous section helps the multi-part team identify factors, which influence doers and non-doers, as well as design education and communication strategies that are more effective because they address those factors. "Education" in this context means public awareness in the sense that target audiences need to be educated concerning the ideal behaviors. The team identifies what factors most strongly influence doers to perform ideal behaviors as well as those that influence non-doers. Conceptually, the multi-part team builds or strengthens those factors that have the most influence on doers while reducing or weakening those factors, which have created barriers for non-doers.

The multi-part team must determine whether incorrect performance of the target behavior is due to a skills deficit or a performance deficit. If there is a skills deficit, the target audience lacks specific information, skills or reminders (antecedents) that are needed to perform the target behaviors. The education and communication strategy would, therefore, focus on providing information, creating a demand for products and services and teaching people the skills they need to carry out the behaviors correctly. If there is a performance deficit, the target audience has the necessary knowledge and skills, but it is not performing the behavior correctly or at all. In this case, the education and communication strategy would focus on developing an environment of support for continued performance of the target behavior.

The description of the ABC Framework is rather brief in providing a complete understanding of its use. It serves the purpose of enlightening the reader as to how one conceptualizes the process of changing behavior of targeted audiences so as to sustain educational reform. Once the ABC Framework, or any other social marketing approach for that matter, is established, it becomes an on-going process that needs to be monitored and evaluated. As education reform is not static, neither is the need to change behaviors of stakeholders. In the next section, two specific examples are provided to demonstrate how national systems have applied the process to educational reform.

3. Case Studies of Social Marketing Programs in Education

The following two education case studies are included to provide practical examples of how two national educational systems applied the social marketing concept to change behaviors of targeted audiences:

3.1. Bangladesh

The first case study involves the need to promote secondary education for women in Bangladesh (Middlestadt, Schwartz, and Kaiser, 1997). Bangladeshi women have educational attainment levels that are among the lowest in the world. Despite successes in increasing enrollment in primary schools, in 1991 when this project started only 14% of school-age girls were enrolled in secondary schools, as compared to 25% of boys. To increase girls ' secondary school participation, the Government of Bangladesh initiated a Female Secondary School Assistance Project (FSSAP). To assist families with costs, the project provided a graduated stipend for girls who enrolled, attended, and graduated from secondary school. In addition, FSSAP supported increases in the number of teachers and in the proportion of female teachers of grades 6 to 10, improvements in the school water and sanitation facilities, and development of occupational skills programs for girls.

Early in the implementation of the project, it became clear that sustaining girls' enrollment would require developing a community environment that supported girls' education by changing community norms. To do this, a Female Education Awareness Program (FEAP) was developed to support the FSSAP. Using a social marketing approach, the FEAP was designed to facilitate increased school enrollment and to promote longer-term changes in family and community values. Fathers, and to a lesser extent mothers, were the primary audience, since they were responsible for the decision to send their daughter to secondary school. Fathers and mothers nominated influentials, or people they consulted in making decisions about familial issues, who formed the secondary audience. The purpose of the research was to identify factors that influenced the behavior of sending daughters to secondary school in order to design benefit statements for each of these audiences.

A key early step in formative research for the project was to understand the determinants of behavior and to identify which of a variety of potential determinants were the best ones to target with interventions. The approach used for formative research was based on intention, attitude, behavioral belief, normative belief, and self-efficacy constructs from the Theory of Reasoned Action and Social Cognitive Theory, two of the major theories of behavior change. Following both of these theories, qualitative research using a semi-structured interview called an elicitation was necessary to provide specific "salient" items. Responses to open-ended questions were used to identify behavioral outcomes and social referents that were at the top-of-the-mind of the primary and secondary target audiences with respect to the particular behavior of interest. A content analysis of open-ended questions was then used to design instruments with close-ended items so that quantitative analyses could more rigorously identify psychosocial determinants that were associated with the behavior to be encouraged. This combination of qualitative elicitation research followed by quantitative research ensured that the research asked about behavioral outcomes and reference groups as seen by the target audience rather than by the researcher, the managers of the project, the funders, or other outsiders.

The formative research was conducted in two steps: qualitative research using open-ended questions with a sample of 144 rural Bangladeshi, each associated with a girl in grade five (40 male guardians, 40 female guardians, 40 girls in grade five and 24 influentials); and quantitative research with a sample of 864 interviews using a questionnaire with close-ended or fixed alternative items developed from a content analysis of the qualitative results.

An elicitation interview was conducted using open-ended questions on the advantages and disadvantages of sending the daughter to grade nine, on the people who would approve and disapprove of sending the daughter to grade nine, and on what would make it easier and more difficult to send the daughter to grade nine. Results of these interviews were translated. A content analysis identified salient consequences or outcomes of performing the behavior, salient referents, and strategies to overcome barriers. These were used to construct a close-ended interview schedule.

A survey was conducted using face-to-face intensive individual interviews with a male guardian, a female guardian, and a community influential associated with a sample of grade five girls. A total of 864 interviews were obtained: 288 male guardians, 288 female guardians, 288 community influentials associated with grade 5 girls from 96 different primary schools that feed into 48 different secondary schools from 16 *thanas*, or rural districts. A multistage school-based sampling frame was used to select the participants. At the first stage, 16 *thanas* were selected (eight from FSSAP Phase I *thanas* and 8 from FSSAP Phase II *thanas*). Phase I and Phase II *thanas* were matched on the basis of level of impoverishment, SSC passes, number of schools in the *thana*, religion, and distance of school from a paved road, with the constraint that *thanas* chosen for Phase I and Phase II were not adjacent. At the second stage, two lists of secondary schools were developed for each *thana*, one of all girls' schools and one of coeducational schools.

Using a random number table, three secondary schools from each *thana* were selected, one randomly from the list of all girls schools and two randomly from the list of coed schools. At the third stage, a list of primary schools was developed for each secondary school. Using a random number table, two primary schools were selected for each secondary school. At the fourth stage, a list of grade five girls in attendance that day was developed. Using a random number table, six girls were selected in order to obtain completed interviews with the male and female guardians of three girls. Finally, each household identified influentials. While not representative of all rural Bangladeshi families, the sample is representative of households in the 16 thanas with a girl enrolled in grade five, the primary audience of the FEAP.

The questionnaire assessed knowledge, attitudes, beliefs, and practices with respect to female education in general, and, more specifically, with respect to sending the target daughter to high school. The questionnaire assessed background characteristics; mass media exposure; content of messages on education; frequency of communication channels for messages on education; awareness of the FSSAP; intentions, attitudes, beliefs and normative beliefs with respect to sending the target daughter to high school for a few years; general attitudes toward education and social issues; involvement in educational activities; factors that would facilitate education; and household characteristics.

In terms of demographics, the male guardians and the influentials were older (average age about 45) than the female guardians (average age about 35). Not surprisingly, the influentials were better educated than the guardians, and the male guardians were better educated than the female

guardians. Specifically, 59% of the male guardians, 24% of the female guardians, and 72% of the influentials had schooling of grade 6 or more. Consistent with this, 88% of the influentials, 82% of the male guardians, and 60% of the female guardians indicated they could read a letter in Bangla. Because they have girls in grade five, the sample of guardians in this sample is likely to be better off, better educated, and more involved in education than all rural households.

Agriculture was the most frequently mentioned occupation among the male guardians (51%) and the influentials (42%). Service was second with 18% of the male guardians and 36% of the influentials. Most of the female guardians were housewives (94%). The sample is predominately Islam (82%) with 18% Hindu. Over 60% reported praying every day. In terms of the dwelling, 86% of the sample lived in a dwelling owned by the husband or wife. For most, the roof of the dwelling was tin (75%). While some lived in dwellings with tin walls (about 30%), half of the dwellings had mud walls.

Economic issues were the most frequently mentioned problem for the male guardians (50%), the female guardians (48%) and the influentials (40%). However, education was the second most frequently mentioned problem and was mentioned by 16% of the participants.

Two conclusions from the data on communication channels were of interest. First, the sources and channels differed for the three groups of participants. Second, the findings indicated the importance of both mass and interpersonal, or face-to-face, channels of communication. In terms of simple access, 79% of the participants had access to a radio in the neighborhood and 50% had access to a television. In terms of where they had heard messages on education, 75% of the influentials, 68% of the male guardians, and only 37% of the female guardians mentioned radio; and 60% of the influentials, 48% of the male guardians, and only 24% of the female guardians mentioned TV.

Male and female guardians were asked for the one most important advantage and one most important disadvantage of sending the daughter to secondary school. Responses to these questions were coded into categories created from the qualitative research. Consistent with expectations, the major disadvantages of sending the daughter to secondary school involved financial considerations. More specifically, 42% mentioned that more money would be needed in general, an additional 20% mentioned more money to buy books and supplies, and 4% mentioned the need for money to buy proper dresses. The need to find transportation (10%) and the daughters being teased on the way to school (9%) were also important disadvantages. The advantages of sending the daughter to secondary school involved benefits to the girl, her family, and her community. More specifically, 36% of the respondents mentioned that the daughter could find a job or earn money, 11% mentioned that she could be wed to a good or educated husband, 10% said she will have a better life, 10% said she could educate children, 7% said she will be self-sufficient, and 6% indicated the community would prosper. For the most part, the three groups of participants indicated the same benefits. However, the influentials placed a somewhat higher priority than the guardians on the benefits of the girls' capability to educate children and their positive impact on community prosperity.

Guardians were asked who they would consult for issues like marriage and school enrollment. Brothers were the most frequently mentioned referent (30%), with neighbors (27%) being the second most frequently mentioned. Other relatives, like uncles, in-laws, sisters, nephews or nieces, and parents, were mentioned. Not surprisingly, teacher were also mentioned (9%).

While for the most part male and female guardians mentioned similar referents, males listed uncles, parents, and government officials more frequently than females, and females mentioned in-laws, sisters, and community leaders more frequently than males.

To determine which of these theory-based factors (behavioral beliefs, outcome evaluations, normative beliefs, and motivations to comply) were associated with the predisposition to send the daughter to secondary school, multivariate analyses of variance comparing those who are more positive to sending their daughter to secondary school to those who are more negative were conducted for each set of theoretical variables.

Based on these results, a social marketing campaign was developed. Specific benefit statements were constructed from the analysis of the research data from all reference groups. These benefits became the foundation for communication strategies with each respective target audience. Low literacy posters were developed with photos that depicted the (hypothetical) parallel lives of girls who did and did not attend secondary school. These were hung in sets of four and placed in marketplaces where fathers congregated and on highly-trafficked village roads. Corresponding pamphlets were developed for girls who were in grade five to read to their parents, as was a modified version for girls and their parents who were in grade eight. Drop-out data indicated that grades five and eight were the most frequent years for girls being taken out of school. Supporting radio scripts were developed from the wording of the pamphlets and dramatically portrayed the life of an educated girl and the impact her education had on her family and village. All of these materials supported challenging the existing community norm to provide girls with a limited education by showing that the benefits of female secondary education outweighed existing cultural norms. Additionally, the materials created awareness of a solution: available financial support in the form of a yearly stipend for girls who attended secondary school.

According to a top-ranking Bangladesh government official, "It is the best-designed project the IDA has ever supported in Bangladesh—the only one to stimulate broad national interest." While not solely attributable to the FSSAP and the FEAP, female enrollment in secondary school within the 59 original project *thanas* had increased by over 20% in one year.

3.2. Ghana

A second detailed example of social marketing involves the FCUBE communications strategy for the Ministry of Education in Ghana for the Quality Improvement for Primary Schools Project (1997-2000). FCUBE is Ghana's initiative for creating a system of free, compulsory, universal basic education. As a result of the behavior research component, an IEC plan was prepared. The following paragraphs describe the social marketing or IEC plan of a three-phase effort.

The FCUBE Information, Education and Communications (IEC) Plan was a multilevel, multiyear phased plan based on direct input from FCUBE component programs, planned research studies and community needs. The goals of the IEC plan were to develop and disseminate clear, concise information about FCUBE, as a comprehensive program, and about specific component parts, when needed. Additionally, the IEC strategy focused on the development of compelling materials, tools, mechanisms and programs which generated support for the implementation of FCUBE among selected target audiences and influenced parents and community members throughout all regions in Ghana to value basic education for *all* children.

The purpose of the IEC Plan was to create demand for quality education via participation in local school issues and activities.

The goal of FCUBE is to provide quality basic education to every Ghanaian child. To achieve this goal, a multiplicity of linked strategic objectives was identified. Each objective was attached to one or more program components that were to be executed simultaneously over the course of the first year. Each program component had identified target audiences and objectives, many of them overlapping. Multiple objectives targeted to the same audiences can make communication of any one specific message difficult. As a results of FCUBE'S many objectives and multiple program components it was entirely possible that targeted audiences would become overloaded with multiple and conflicting messages. A multilevel, phased communications strategy that is well planned and carefully executed can help to avert this problem. FCUBE was a complex and multifaceted program and the communications framework that accompanied it understandably needed to be multifaceted as well.

Since the implementation of FCUBE involved many sub program components, the communications strategy was reduced to a simplified form so that it could be realistically implemented and expected results attained. However, for the communications component to attain maximum impact, *a culture of communications needed to be created* and become an integral part of the entire FCUBE implementation strategy. The communications' needs of each FCUBE program component was identified and woven into the framework of the overall communications strategy. In this way, the communications function anticipated all the simultaneous actions audiences were being asked to implement and determined the best way to communicate these actions in messages that were as logical, clear, simple and timely as possible. The IEC team was the liaison between FCUBE management and the beneficiaries of the program. The communications function was not to create programs, but to inform audiences about the existing program components that constituted FCUBE. It was important to have a open and consistent flow of information between program components and the IEC team so the team was equipped with all the knowledge it needed to best disseminate accurate and timely information.

The IEC team was seen as an internal "service" component that assisted the senior planning group with the dissemination of their program information and with the development of research studies to clarify issues prior to dissemination. Communications succeeds when it is planned around a comprehensive strategy. This means having clearly articulated objectives, (both behavioral and communications objectives), while keeping what is being designed focused clearly on the beneficiaries; their needs and capacities. Appropriate research needed to be conducted to determine needs and realistic capacities of the target audience for implementing the actions being requested. Audience segmentation was undertaken so that the messages were more focused, salient and effective with the targeted audiences. messages needed to be carefully crafted and tested, utilizing appropriate communications channels for the targeted audiences and monitoring the entire process so that a continuous stream of feed back information was used to revise the communications messages so that they remain relevant and appropriate to the targeted audiences over time. The IEC team helped program components determine agreed upon communications and behavioral objectives and determined the most effective way to communicate these to FCUBE beneficiaries.

To manage the enormity of the FCUBE communications function in a concise and chronological order, it was divided into phases, each with clear communications objectives. The different

phases of the IEC strategy targeted various audiences. In each phase the target audiences might have been the same as in other subsequent phases; but the level of importance and focus of each audience category did vary. For example, where Ministry Officials and Members of Parliament were the primary target in one phase they moved to an audience of secondary importance in a subsequent phase. Though some energy, time and materials were devoted to communicate with them as a secondary audience in this subsequent phase, their importance as an audience diminished and depending on the objectives to be achieved in this new phase, other audience group(s) became the primary focus.

Phase I was structured to raise awareness about the entire FCUBE program; its purpose, component parts and expected outcomes. This phase lasted approximately 6 months. Phase II continued to raise awareness as it attempts to clarify target audience roles and responsibilities and builds a base of support for implementation of FCUBE roles, *specific* to each target audience. This phase also lasted for approximately 6 months. Phases I and II focused on (top-down) audiences from the Ministry of Education and the national level GES to the district level supervisors and district education oversight committees (DEOC's). These first phases served to consolidate information and sensitize political and professional audiences about FCUBE so there was a consistent and established knowledge and message flow to the community level prior to phase III. Phase III lasted for the duration of the project and helped to empower the community in order to establish the transfer and control of responsibility for FCUBE components for community ownership. Information for this phase flowed (bottom-up) from the community back to the national level.

Throughout each phase, a number of research studies were conducted to provide the information necessary to address issues that needed clarification in order to establish a useful base of knowledge from which to draw communications messages. These studies were planned and executed under the advisement of and in conjunction with appropriate FCUBE program components. After each study was completed and analyzed, results were used by program units to better assist with the development of strategy planning and communications that are audience centered and therefore more focused on audience needs and capacities.

There was a wide range of communications modes available for achieving IEC objectives. They ranged from an introductory FCUBE brochure, to issue specific quarterly "bulletin" updates, radio and television interview programs, a handbook which summarizes the operational and programmatic policies to a community education mobilization resource book and small highly segmented meetings.

Three major print pieces, a poster, two radio spots, two radio interview/call-in programs, two television interview programs, a newspaper article and a series of hour long meetings with political officials and executives of professional provider organizations are planned to raise knowledge of the FCUBE program among specific target audiences. The audiences for the first phase included all education, and other related professionals and national and district leaders who should know and might be responsible for FCUBE program implementation

Communications Modes

PRINT PIECES

FCUBE Brochure
FCUBE Quarterly Bulletin
FCUBE Handbook
FCUBE Poster
"Focus on CUBE"
Newspaper article

ELECTRONIC PIECES

Radio Announcements (2),
radio interviews (2),
television interviews (2).

INTERPERSONAL COMMUNICATIONS

A series of 1 hour seminars/meetings, with key stakeholder groups.

Each quarterly bulletin was specific and focused on the achievements, needs, necessary actions problems, etc., of one or two different components. It also highlighted case studies/specific examples of how components of FCUBE were/or should be working. The bulletin was time responsive. To make this an effective and efficient communications tool, there was a great need to coordinate the ingoing and outgoing information for the bulletin with FCUBE management and all project components.

The handbook summarized FCUBE'S operational and program manuals in a more concise and easier to reference document. The target audience was much smaller and more targeted than for the other print pieces. It was for national, regional and district level personnel who have the ultimate responsibility for implementing FCUBE among their members, their staff and their community.

The poster was disseminated to all stakeholder organizations for use as an office wall hanging. Similar to calendars with education slogans which were visible in many MOE/GES offices, these posters were hung in offices as a constant reinforcer of the FCUBE program as a basic education program.

Two radio announcements were planned to coincide with and follow the dissemination of the brochure. These ads supported FCUBE name recognition and its basic education goal. They alternated for a period of 3 months. Radio interviews and call-in programs with Ministry and GES officials were produced and aired during phase I, for the same purpose with the addition of more detailed information for interested audiences. Television interviews (2) with Ministry and GES officials were solicited for popular Ghanaian news and information programming

A series of meetings with important official and educational related organizations were planned and conducted by the FCUBE coordinator, SPG members and IEC consultant and staff to explain and expand upon the details of FCUBE and to elicit support for the program. These meetings were planned to coincide with the dissemination of the brochure.

These two case studies demonstrate two very different set of goals and somewhat different approaches in developing a social marketing campaign. The process that each followed, however, was similar. The Bangladesh example seems rather difficult to follow during the behavioral research portion, but more simplified approaches may be developed. The Ghana plans shows a multi-phase model that may be best suited for Indonesia.

4. A National Social Marketing Strategy for Education in Indonesia

4.1. Background on Indonesia's Educational System

Indonesia's national education system offers researchers an opportunity to study a complex and ever-evolving system. Focusing on primary and secondary education, 1989 until present is marked by a period of modernization where emphasis has shifted from access and efficiency to include quality and relevancy. The complex system of educational management is now being confronted. During the previous 11 years primarily three ministries, the Ministry of Education and Culture (MOEC), Ministry of Home Affairs (MOHA) and the Ministry of Religious Affairs (MORA) have shared the management of primary and secondary education. Islamic religious schools, both public and private, continue to fall within the purview of MORA while public and private secular and non-Islamic religious schools are managed by MOEC. Other ministries manage a small number of secondary schools. This system is deconcentrated in that these two national ministries maintain offices at the provincial, district (kebupaten and kotamadya or urban district) and even subdistrict (kecamatan) levels to ensure compliance with national laws, regulations and policies. To complicate this, primary education (years one through six) is decentralized in its management. These schools are managed at the district level through regional offices (dinas P&K) that report to the Ministry of Home Affairs (MOHA).

The system is complicated further by how it is financed. Briefly, two types of budgets – recurring (DIK) and development (DIP) budgets - are managed by different ministries requiring that MOEC and MORA prepare two separate budgets for approval from these agencies, the National Planning Bureau (Bappenas) for the DIP budget and the Ministry of Finance for the DIK budget. Other factors further complicate the national system; however, recent changes in the laws in 1999 have set the stage for major shifts and consolidation of management and financing of education.

Law No. 22 and Law No. 25 of 1999 define regulations for the decentralization of all ministries and redefines two levels of autonomy at the provincial and kabupaten levels. During 2000, each ministry is to prepare a plan for its reorganization. Although the conceptualization of these changes occurred during President Habibe's regime (through October 1999), under the current president, Abdurrachman Wahid, concepts of democratization and decentralization have further shifted the direction of decentralized management. Currently, 29 ministries exist, 13 without portfolio. The new Ministry of Regional Autonomy is to coordinate decentralization efforts between the national government and the provincial and district governments. MOEC has changed its name to Ministry of National Education (MONE) and it is unclear how MONE will restructure to consolidate primary and junior secondary education within one management structure of basic education. Also, it is unclear as to how it will change funding of education in accordance with the new decentralization laws of 1999 as well as its overall role in managing education. On a wider scale, no one is sure how departments will be reorganized and what functions they will perform at the national through subdistrict levels.

Many new educational initiatives have been instituted to increase quality and relevancy in education during this period. These are reflected in such documents as Repelita VI and VII (sixth and seventh five-year plans from 1994 to 2004), Curriculum 1994, various appraisal reports and documents prepared by the Asian Development Bank and the World Bank, and numerous ministerial decrees (KEPMEN). To improve the quality of junior secondary education,

MOEC introduced the **sekolah kecil** (small school) in rural areas. These schools are managed by existing parent schools and treated as satellites where teachers visit and train facilitators so that rural areas can have their own schools. Curriculum 1994 stresses the need for teachers to engage in student active learning utilizing various classroom learning techniques that focus on students' participation. Within various projects including some funded by the Japanese International Cooperation Agency, the German Government, and by UNESCO, programs have been developed and field tested to introduce community-based management and school-based management approaches for quality improvement. At the primary level, MOEC/MONE is experimenting with the community school model (Pusat Kegiatan Belajar Masyarakat or Community Learning Centers) where selected schools serve community needs after the formal school day is over.

Many of these and other innovations offer opportunities to improve the quality and relevancy of education in Indonesia. The legal changes now coming into force will create an enabling environment for changes to take place. For example, the new funding mechanisms will allow for consolidation of the budgeting process. The Asian Development Bank is now implementing the Decentralization of Social Services Delivery Project (2000-2001) wherein consultants will create a school-level consolidated budgeting, accounting and resource allocation system that will be field tested. This project includes preparation of a training program for community level stakeholders. Although piloted in as many as four provinces, it is expected that the system will be adopted for use by all primary and junior secondary schools over time.

Other training programs have and will continue to be developed to build capacity of organizational entities to implement many of the contemplated changes. For example, under the UNESCO project entitled Community Participation in Planning and Management of Education Resources Project (COPLANER) from 1989 to 1993, consultants prepared and field tested a variety of training modules to strengthen community participation. Targeted audiences included principals, parents, community members, and local government officials. Under the JICA Community Participation in Strategic Education Planning for School Improvement (COPSEP) Project from 1997 to 2000, a training module was prepared and field tested entitled *Better Education for Our Children: Manual for Education Improvement Committees at the School Level*. In fact, each externally-funded project, whether bilateral or multilateral, has a major component dealing with capacity building and a number of training modules have been developed to build capacity and strengthen institutions through training.

As the previous two paragraphs suggest, systematic efforts are in place to create an enabling environment for change related to the national educational system. As was suggested earlier in this paper (see **figure 1**), the legal structure and capacity building are two of the three domains necessary to enable development and change. The third component, social marketing, is not a formal part of Indonesia's effort to create an enabling environment for change. Given that a case has been made for the need of a social marketing component, how might that be achieved in Indonesia?

4.2. An Outline of a Social Marketing Plan for Indonesia

The four steps of the ABC Framework for social marketing suggest that ideal behaviors first need to be defined. Ideal behaviors within the Indonesian context may be identified through

examining the various legal and project documents which identify the goals, activities and specific outcomes that are to be achieved. From this, it is possible to derive a master list of specific ideal behaviors. These might include those shown in **figure 2**:

Examples of Ideal Behaviors by Audience

Students	1. Volunteer for community service 2. Participate in planning the school year 3. Help keep school facilities clean and orderly 4. Engage in peer tutoring 5. Increase the lifespan of textbooks and other materials
Teachers	1. Develop no-cost instructional aids 2. Use parent and community volunteers in the classroom 3. Restructure MGMP meetings to be on-service oriented 4. Use continuous authentic testing in the classroom 5. Use student active learning techniques
School Principals	1. Involve community and parents in school planning 2. Create incentive systems for teachers 3. Use fund raising techniques to increase revenues 4. Use KKKS to be more on-service oriented 5. Use new school-based financial management system
Parents	1. Assist and support students at home 2. Value education and keep children in school longer 3. Volunteer to assist school 4. Request meetings with teachers 5. Attend community meetings
Community	1. Donate resources to school 2. Volunteer to assist school 3. Form associations to support school planning 4. Help teachers develop relevant curriculum 5. Participate as members of school boards
District Government	1. Acquire and supply resources needed by schools 2. Advocate for education with district level agencies 3. Support non-governmental involvement in education
Provincial Govt.	1. Work to increase school budgets 2. Involve community in policy reform 3. Work with legislature to improve schools
National Government	1. Develop equitable funding mechanisms 2. Establish national incentive systems for teachers 3. Fund practical research

Figure 2

These ideal behaviors reflect some of the current thinking in Indonesia as identified in the various documents. These and other ideal behaviors would need to be validated by the multi-part team appointed to design a social marketing plan. Once ideal behaviors are defined by the team, it is prepared to move to the next step.

The second step involves behavioral research and defines why ideal behaviors are and are not practiced. It is likely that it will be easier to define why ideal practices are not rather than are practiced in Indonesia. Few examples currently exist outside of externally funded projects that demonstrate ideal behaviors in action. Nevertheless, these do exist. For example, the Satya Wacana Catholic University in Sala Tiga, Central Java, operates a model school that implements many ideal behaviors forecasted under the new national system. The school has been structured to reflect similar economic and social conditions in schools throughout Indonesia so that actual practices can be replicated if schools so desire. Similar schools are operated around Indonesia, and it is expected that meeting the necessary sample size will not prove to be a problem for each targeted audience. Examples of factors that impede adoption of ideal behaviors might include the following as identified in selected documents (World Bank 1998); (British Council 1997); (Clark and others 1997); (Wirjomartono and others 1997); (Huda 1999); (Hirosato 1998); and will need to be documented through behavioral research:

Possible Factors Impeding Ideal Behaviors for Various Targeted Audiences

Appropriate technology	1. Organizational structure not created to support 2. Finances not provided to cover scholarships
Policies and laws	1. Rapid changes create legal conflicts 2. Local policies not yet created
Antecedents	1. No natural trigger exists to alert audiences 2. News media not prepared to provide free space
Consequences	1. Opportunity cost too high for parents to take part 2. teachers would need to give up second job
Perceived consequences	1. Community afraid participation will affect taxes 2. Principals fear loss of authority
Perceived social norms	1. Parents tend to be passive in meetings 2. Students tend not to participate in the classroom
Perceived skills	1. Local government has had no previous authority 2. Parents' lack of literacy

Figure 3

The research team will likely rely on focused interview techniques to determine why ideal behaviors are practiced and not practiced by targeted audiences. Doers and non-doers are to be interviewed within each targeted audience. As a national effort, the project may be more

complicated than one would suspect. Indonesia is comprised of numerous inhabited islands where populations exhibit different behaviors as a result of the numerous and different cultures that abound in Indonesia. Therefore, parents located in Christian communities in North Sulawesi are motivated by a different set of cultural imperatives than the strongly Islamic communities in North Sumatra or Hindu Bali. The research is further complicated by the fact that at least eight targeted audiences may need to be researched (students, parents, teachers, principals, community members, and different levels of government). Thus, it may be necessary to conduct a number of research projects targeted to specific regions within Indonesia. It will be necessary to sample doers and non-doers for each target audience in each region researched.

Such research may be conducted in tandem with various externally funded projects. The current trend in project financing by the World Bank and the Asian Development Bank is to provide loans at the provincial level and coordinated at the national level. The three current World Bank basic education projects cover the provinces of West Java, Bengkulu, Riau, North Sumatra, North Sulawesi, Central Sulawesi, South Sulawesi, Maluku and Irian Jaya (now called Papua). Each province has appointed a Project Implementation Unit (PIU) and districts have been selected within each project to serve as pilot sites for project implementation. Building on this project structure, it is possible to attach a social marketing research and plan design activity, since some funding is generally set aside to conduct studies pertinent to the specific needs of each province. In addition, both the World Bank and the Asian Development Bank are preparing a total of three new projects at the provincial and district levels in basic and nonformal education. These are sufficiently early in their development to design a social marketing component as a subsector activity. In this manner, it would be possible to take into account necessary behavioral research to allow for variations in culture, language social structure, and economic factors that impact on why individuals practice or don't practice targeted behaviors.

The third step of the ABC Framework determines which ideal behaviors are to be targeted. In any social marketing planning effort the number of ideal behaviors will exceed the resources available to address them. It then follows that those behaviors which will have the greatest impact should receive the highest priority when selecting a set of ideal behaviors. Given that the behavior change requirements for Indonesia comprise a major shift in the national system of education, and given the cultural diversity of the nation, the selection of target behaviors becomes more difficult. One needs to examine the selection against five criteria. These are:

1) **Potential for impact-** To what extent will the behavior contribute to changing how the national system of education is implemented so it is in line with laws, policies, regulations, and goals of the Government?
2) **Consequences-** How immediate are the positive consequences to the individuals who are conducting the behavior?
3) **Approximations-** How similar is the new behavior to the behaviors now practiced by those from the target audiences?
4) **Cost-** What is the cost in terms of time, energy, money and/or materials to introduce each ideal behavior?
5) **Complexity-** How simple is the behavior to do and how many steps are needed to change behavior as well as how much training is needed?

Under the Environmental Education and Communication Project (GreenCom) funded by the United States Agency for International Development, consultants developed the **Behavior Analysis Scale (figure 4)** to select target behaviors under workshop conditions (Booth 1996).

Behavior Analysis Scale

POTENTIAL IMPACT ON THE PROBLEM

3 Has a great deal of impact on the problem.
2 Has some impact on the problem.
1 Does not have any impact on the problem.

FEASIBILITY

Consequences

3 Has immediate, positive consequences which are observable to or perceived by the person who is carrying ou the behavior
2 Has some immediate, positive consequences which are observed or perceived by the person who is carrying out the behavior.
1 Do not have any immediate, positive consequences.

Approximations

3 It is very similar to what people are currently doing.
2 It is somewhat similar to what people are currently doing.
1 It is totally different from what people are doing.

Complexity

3 It is very simple to do and does not require a lot of steps or training.
2 It is somewhat simple to do and requires some steps and some training.
1 It requires a lot of steps to do and requires a great deal of training.

Cost

3 It has a very low cost in terms of time, energy, money and materials.
2 It has some cost in terms of time, energy, money and materials.
1 It has a very high cost in terms of time, energy, money and materials.

From: Starting with Behavior: A Participatory Approach for Selecting Target behaviors in Environmental Programs

Figure 4

Five steps are applied in selecting a subgroup of ideal behaviors applying the criteria above. First, research findings are discussed so that team members share a common understanding of people's perceptions, knowledge, and behaviors. Second, they review the list of ideal behaviors and add behaviors that the research has identified as appropriate. Third, the Behavior Analysis Scale is applied in terms of potential impact on the educational problem, using the three-point scale. If the ideal behavior does not have any major potential for impact it is eliminated. Then, each behavior is evaluated against a three-point scale in terms of its feasibility. The four criteria of consequences, approximation, costs, and complexity yield a score for feasibility. Fourth, in some cases a behavior is necessary to achieve impact but not feasible for other reasons. An intermediate behavior may need to be negotiated by the team. For example, parents may be

encouraged to help students at home, but the high cost of providing appropriate resources may preclude the poor from engaging the ideal behavior. An intermediate behavior may be to work with teachers to design assignments that do not require financial investments on the part of parents. The fifth step involves prioritizing behaviors so that it can be determined which should receive initial focus and which should be introduced later in the program.

For the multi-part team that is selected to operate in each province and serve as the research team, selecting behaviors is most easily done in a one to two-day workshop to which all team members attend. Other technical specialists, community groups, and other representatives from target audiences should be invited. It will take some time for team members to develop the skills involved in using the Behavior Analysis Scale. As participants become more used to it, the group will become more efficient in selecting behaviors and require less discussion time. The team needs to be referred back to research findings to support decisions. This is particularly important in Indonesia where stakeholders have little experience in multi-part team participation. The facilitator's role is important in mediating differences in scores assigned by individuals. A trained facilitator knows how to bring groups to consensus, keep the activities on track, and engage all participants. This approach is useful in that it may be applied to resolving other community issues as well as introducing action research as a means to improve educational planning.

The fourth step of the ABC Framework suggests that the team identify factors which influence doers and non-doers and then design education and communication strategies that are more effective because they address those factors. The idea is to build on factors that influence ideal behaviors and diminish those that weaken or create barriers to change. To achieve this, the multi-part team needs to determine if incorrect performance of targeted behaviors is due to a skills deficit or performance deficit. In the former case, the target audience lacks specific information, skills or antecedents they need to perform target behaviors. The Indonesia national education reform social marketing strategy would need to focus on providing information, creating demand for education reform, and teaching people skills they need to conduct behaviors correctly. If a performance deficit exists, people are not performing the behavior correctly. In this case, the social marketing strategy would focus on developing an enabling environment in support of practicing ideal behaviors.

It is likely that a social marketing strategy for reforming the national education system in Indonesia would require a focus on skills deficit. First, it is assumed that there is a lack of appropriate knowledge concerning the necessary behavior changes required. To address this, it would be necessary to provide information though a public information campaign that might include billboards, newspaper and radio media, all popular, effective and culturally acceptable tools throughout Indonesia. Campaigns would be targeted to different audiences. Parents might receive messages concerning their more active role in education. Community members would receive messages concerning the need to volunteer and donate resources to better support their community. Non-governmental organizations might be given messages concerning the importance of participation in educational planning and evaluation to create more transparency in the process.

In some cases, such as with local and district government, stakeholders may know what they should do but might not have the skills they need to act. In this case, training would be an appropriate means to ensure correct behavior. In fact, all projects receiving external funding do

have components to design and field test proper behaviors such as school-based budgeting for principals or student active learning for teachers. After modifications are made as a result of pilot evaluation, the approach is applied to a larger audience. Often, however, the audience is too focused and excludes other stakeholders that need skills training. Transparency, for example, is a major issue in education decentralization in Indonesia. Although much is being done to train specific audiences at the subdistrict or kecamatan level of government and school cluster, no commensurate organizational structure such as a school board exists at this level. To achieve the necessary reform, such a structure may need to be created and members trained in the same manner that principals and local government officials are being trained. The Regional Educational Development and Improvement Project (1999 to 2001), funded by JICA is experimenting with the creation of this type of structure in 15 kecamatan sites in Central Java and North Sulawesi.

A third part of eliminating skills deficits in Indonesia may be to address the issue of reminders or antecedents. Many behaviors are automatically triggered by naturally occurring events while others behaviors have no naturally triggered antecedent. This means that audiences may know what behaviors to practice but forget to do so because no event exists to trigger the behavior. To create such habit patterns, a social marketing strategy would need to include reminders to help people remember what to do and when to do it. For example, if important school meetings are scheduled for parents at the beginning of each trimester of the school year, it may be necessary to create messages that are transmitted through various media weeks before the event is to take place. If kecamatan-level school boards are created and include open meetings, once again, reminders need to be put into place to apprise stakeholders of when these meetings are scheduled and the importance of community members to attend them.

In terms of performance deficits, target audiences may not be performing the ideal behavior correctly or at all even though there is no skill deficit. The results of the Behavior Analysis Scale helps the multi-part team in identifying factors that are the best "targets of opportunity" for the social marketing strategy. In Indonesia, several approaches may be required. First, technologies may be lacking. Dropout rates are a problem in Indonesia, and parents do understand the concept of opportunity cost when keeping children enrolled in school. In very poor communities, opportunity costs may be too high and parents will withdraw students from school. To overcome this, the Indonesian Government through externally funded projects has introduced a massive scholarship scheme that now affects millions of primary and junior secondary level students. Communities (school principals, parents and village chief) select students based on economic need. The Government directly transfers 20,000 rupiah per month to student post office accounts and the amount generally exceeds the school fees so that the surplus may be used to cover other expenses including transportation and food. The British Council (January 2000) reports that roughly four million scholarships have been awarded thus far; that committees went to great lengths to ensure that assistance went to the most needy; that despite deductions for school fees, the majority of students received substantial balances; and that the number of complaints received from parents is small despite the magnitude of the program.

In some circumstances a performance deficit results from lack of appropriate laws and policies. As the national system accelerates its decentralization effort, change may eclipse existing elements of the present legal structure. Certain requirements may not be practical. For example, in Indonesia the role of school inspectors has been changed without a commensurate increase in

the number of inspectors to conduct their new duties. In this case, the change in the legal structure, although well intentioned, cannot be implemented due to practical reasons such as number of available staff, unclear definition of roles and responsibilities, lack of training, and insufficient funding (Costa 1998).

Another reason for a performance deficit may be related to an increase in positive consequences. Non-doers may not be aware of the positive effect of changing behavior. Those who are not aware of the scholarship program in Indonesia, might take advantage of this opportunity if they simply knew more about how some opportunity costs are overcome.

Target audiences may not perform ideal behaviors because they are not aware of how such behaviors reinforce social norms. Community participation is an important social norm in many ways except within the education sector. Parents can be encouraged to participate because such participation is consistent with the social norms of community. Education has evolved over many years in a manner to contravene such behavior. Decentralization is now reemphasizing community participation in education and appropriate messages will act to reinforce this social norm.

This represents the scope of activities engendered in the concept of social marketing. As with any marketing effort, an effective monitoring and evaluation system (M&E) needs to be established so that corrections and adjustments can be made at any time. An M&E system is built into the design phase of the social marketing plan. As campaigns are implemented monitoring activities are necessary to determine if messages were received and if there were an impact. It may be necessary to adjust certain messages slightly to increase impact; to eliminate other tactics because of their lack of impact; and introduce still other techniques as a result of feedback from ongoing market research.

In summary, an effective social marketing strategy utilizes information, education and communication techniques that focus primarily on skills deficits of target audiences and, subsequently, phases in strategies addressing performance deficits once skills are acquired similar to the Ghana case study. Given the comprehensive nature of the behavior change requirement when looking at a variety of target audiences involved in a national system, an effective social marketing campaign needs to be well planned, well resourced and given sufficient time to be implemented over several phases. Further, technical staff needs to be trained in all facets of planning, implementation and evaluation.

5. Training Social Marketing Professionals

It is necessary to distinguish between two types of training. First, as shown earlier, training is provided within the social marketing plan to remove skills deficits. This section deals with a second type of training. This training is provided to selected stakeholders who are responsible for planning and mounting a successful social marketing effort. Given the nature and extent of required training, it is recommended that a cascading model of training be employed. The cascading model assumes that training be provided to master trainers who then train other trainers as well as stakeholders responsible for implementing the program. The cascading model has a multiplier effect in that it can be designed to create training centers that have institutional capacity to train on demand as many times as needed.

One would assume that an appropriate training structure within the Ministry of National Education would be the most likely choice to institutionalize training for social marketing. For example, **the Pusat Pengembangan Penataran Guru** (PPPG or Center for Development and Training of Teachers) is operated by MONE, at 12 locations. Although designated as teacher training centers, the PPPG also provides training for school principals and other types of training that directly relate to education. In fact, the PPPG does serve as a training of trainers center or master teacher training center. Often, those trained at one of these campuses will be assigned to a **Balai Penataran Guru** (BPG or teacher in-service training center) located in most of the provinces throughout Indonesia or are assigned to regional and district offices of MONE as **Guru Inti** or master teachers. In this structure, it would be possible to train trainers in social marketing training at selected PPPG campuses. Trainers could then be assigned to BPGs to provide social marketing training within a province to stakeholders responsible for implementing such programs. This would follow a classical cascading model for training and uses the formal system for in-service training as its basis.

A second approach might be to introduce social marketing training at the various provincial-level **Institut Keguruan dan Ilmu Pendidikan** (IKIP or teacher training institutes). The IKIP structure provides formal pre-service training and certification for new teachers. The IKIP also offers many other specialty certification programs for school administrators, principals, psychologists and others. Many IKIP have extensive research capabilities and often carry out consulting activities for Government and private consulting firms. Most provinces have one IKIP sponsored by government with many other private IKIP institutions. There is no national IKIP structure that could offer a cascading model from national to provincial levels, however.

A third approach also offers a unique method that bypasses the Government structure for training. The content of social marketing has evolved over time such that training programs are now being developed that are generic in nature. Training follows a process rather than a content approach. The audience being training determines content. No matter the sector, trainers can provide training in the process of social marketing. If attendees come from the same sector, it is possible they will bring issues and examples pertaining to their sector to any training session. It is, therefore, possible that a private non-profit or even for-profit organization could provide training targeted to many different social sector audiences. The same trainers could deal with education in one session, traffic safety in another, and maternal health in a third.

This third model has interesting implications for sustainability. If there were an economic benefit for an existing or new institution to offer such training on a fee-for-service basis, then it

is likely that capabilities for social marketing training could be sustained. An existing training institution might see social marketing training as an adjunct to existing programs. For example, a private sector training institution such as the Institute of Management, Education and Development (IPPM) that offered retail-marketing courses might want to expand its program to include social marketing courses. A national foundation or yayasan that serves community interests such as Yayasan Keanekaragaman Hayati Indonesia (Kehati or the Indonesian Foundation for Natural Diversification) might wish to add social marketing as part of its bundle of services. What makes this interesting is that such organizations operate from a demand-side perspective, often a dissimilar approach from government sector training institutions. Such a perspective often leads to increased relevancy and quality since the organization must deal with competition or rely on funding from non-governmental and for-profit organizations.

The previous discussion suggests that effective training needs to focus on the creation of an institutional approach that is to use some existing structure to provide training. Using a cascading model, the first step in training professionals would mean training of trainers. The question is whether to select an organizational structure that is government sponsored or to look to the private sector to introduce a sustainable model for training. Although careful planning is required, it is recommended that a demand-side model be included in any training model so as to provide a built-in mechanism for quality and relevancy. In touring the PPPG and BPG facilities in Indonesia, one is immediately struck by their under-utilization as a direct result of their reliance on government funding. This can translate into programs that quickly become out of date because funding is not available to provide trainers with the necessary currency in their fields of expertise. By contrast, demand-side training and consulting institutions need to attract clients and successful ones build a reputation often based on quality and relevancy. Seed money to provide training for trainers could prove sufficient to introduce the appropriate mechanism for sustaining training. The one concern would relate to the affordability of that training and whether Government would not be able to secure appropriate training as a result of higher costs.

When this issue is resolved the twin questions of, "Who should be trained?" and, "What should they be trained to do?" arise. As indicated, core trainers need to be trained. They, in turn, train other targeted Audiences:

1) Trainers, program designers and implementers.
2) Those involved in policy decisions for creating an environment for social marketing.
3) Those individuals who will be selected to participate on the multi-part committees.
4) Agencies and NGOs that will be identified to conduct various parts of the social marketing communications and education plans.
5) Those who are to monitor and evaluate the success of the plans.

Since this is a new concept for education, those who are to provide training to trainers need to come from organizations outside of Indonesia and have a long record of training and development related to social marketing. Their involvement should encompass the entire first iteration of a social marketing campaign from designing the first training session for trainers through conducting the first interim evaluation of the success of program implementation. The outside expertise is essential in laying a strong foundation for social marketing. This is viewed as a major activity involving training and technical assistance covering a period of not less than two years and then monitored over a subsequent time period. Such an initiative would need to be

funded through external aid and be treated as a pilot program, field tested at the provincial or district level. The scope of work would include activities described in the following paragraphs.

At the first level of training, train-the-trainers, representatives from two or three organizations would be selected. For example, three trainers each from a PPPG, IPPM, and an educational NGO might be selected as the core of trainers from within a province. Their training would require the full gamut of social marketing so trainees need bring different specialties to the training sessions. One might be expert in group facilitation, one a technical expert in marketing and a third a specialist in training design or qualitative research. Their training would need to encompass the following topics:

- Overview of the social marketing process
- Specific content for each stage of the social marketing process
- Student active learning methodologies for participants
- How to develop instructional materials, syllabi, and curriculum
- Management and administration of training
- Marketing of social marketing training

In other words, training of trainers takes a decidedly institutional approach in that it provides skills to training organizations not only to provide the appropriate training but how institutions manage and market the social marketing training program. The nature of training would involve classroom work initially, leading to the design of a provincial-level program to introduce social marketing. Working side-by-side with trainers from an international consulting firm, the output of training would result in a plan to introduce social marketing training and development activities within a province.

Once the plan were developed, trainers would implement training and program activities. It is anticipated that policy-level staff from government offices such as the dinas P&K, dinas II P&K, kanwil P&K, kandep P&K and from Jakarta would be selected for training. These individuals would represent MONE, MORA and MOHA staff at the national, provincial and kabupaten levels. Training would involve educating government personnel concerning social marketing and its importance. Key would be training related to the government's role in supporting social marketing. Training would be of a short duration possibly no more than a week and possibly less.

With support from government, the next phase of activity would involve forming multi-part teams possibly at the kabupaten or district level. Three kabupaten might be selected as pilot areas within a province and three separate teams formed. As an alternative, one multi-part team would be formed at the provincial level to develop a single province-wide social marketing plan. The team(s) are established for the long-term and responsible for designing and implementing the social marketing campaign. Thus, the nature of the training is similar to the initial training of trainers program in that the outcome of training will be the formulation of a social marketing plan for the district or province. Each of the four phases of the ABC Framework will need to be completed within training. Training will involve alternating classroom instruction with practical fieldwork on the part of trainees. At the completion of this level of training, a social marketing campaign will be finalized and a monitoring and evaluation system established.

The multi-part teams will find it necessary to contract with organizations such as NGOs and private media organizations to implement various elements of the social marketing plan. The

multi-part team may be divided into subgroups, each with a different responsibility. One may be responsible for monitoring, another for financial management, a third responsible for contracting outside media organizations, and a fourth to handle technical issues. Each subgroup would need some training in their specialty area of responsibility. At this stage the main function of the trainers, including the international training organization, is to oversee the process of implementation and provide training as necessary. International consultants may phase out of the training process, transferring more responsibility to training organizations. Their role will shift to one of intermittent monitoring on behalf of the client. It is at this stage that sufficient capacity is built into the system, that the social marketing concept may be replicated in other provinces.

Other types of training may be needed. At the stage of implementation, different types of organizations may be contracted to conduct awareness campaigns, assist in grass-roots development, and design specific software such as radio scripts. Specialized training programs may be required given that such organizations may not have the requisite skills to support the implementation effort. These training programs can be determined at the time they are needed through the combined efforts of the consultants and multi-part teams. Such training will be essential in building local capacity for future social marketing efforts across sectors and what is learned for social sector activities may have direct application to the private sector. This would have an added benefit of building business potential for local organizations.

There are many issues that need to be addressed in planning this effort. Participants will expect stipends for participation. Although possible as part of an externally funded project, how will this be sustained after the pilot project is completed? How will quality control be maintained into the future? What is to prevent this process from becoming politicized? These and other issues can be addressed at a time when social marketing is contemplated by MONE and funding agencies as an important national task to be accomplished. The purpose here is to outline the important activities necessary to increase the likelihood of success.

6. Conclusions

As one reads this, it is easy to become daunted by what appears to be a highly specialized framework and methodology. With any complicated mission, one should consider simplifying an approach and breaking it into component parts for easier implementation. Whereas the Bangladesh case study appeared to be hopelessly complicated to the uninitiated, the Ghana case study showed that a social marketing process could be simplified even when addressing national issues. Several conclusions may be drawn as to how a social marketing effort might be conceived for Indonesia.

First, the ABC Framework suggests selecting only those behaviors that will have the greatest impact on change. An initial effort may be structured around a few key behaviors that have the greatest impact on decentralization. Possibly the most important issue that will arise in Indonesia in the near future will have to do with revenue. Much of the responsibility for financing education will be left to the kabupaten and kotamadya with additional fund raising requirements at the school level. A behavior change program could be structured around the concept of educational financing. Many target audiences will need to establish new behaviors if educational districts, school clusters and individual schools are even to maintain current levels of funding let alone increase funding. New district-level legislatures will need to learn how to establish tax systems while district executives will have greater responsibility in allocation of financial resources. The dinas II p&k will play a much larger part in managing educational funding.

At the school level, the Badan Pembantu Penyelenggaraan Pendidikan (BP3) committees will gain more authority in fund raising, resource allocation planning, and monitoring of expenditures. New community organizations may be created at the kecamatan level to assist school clusters in financing education. New fund raising techniques will need to be introduced while principals will need to consolidate budgeting and accounting systems as the DIK/DIP dual financing system is phased out. There is a great opportunity here to accomplish two significant tasks. The first is to increase the amount of revenue that flows to individual schools while the second is to determine appropriate ways to allocate those revenues to increase educational quality. A social marketing plan that focuses on educational financing may be the instrument needed to coordinate with capacity building and the legal structure to improve the enabling environment.

Second, besides focusing as a key issue, a phase-in approach assists in simplifying the methodology. As shown in the Ghana case study, three phases were instituted over the life of the project. Here the phases might also begin with a top-down communications activity followed by a bottom-up phase. The top-down phase would focus on the restructuring effort at the district level and setting into place the legal and financial structures necessary. The bottom-up phase would then provide necessary IEC activities to targeted audiences within a school's catchment area and at the kecamatan level as well. Each phase might be broken into sub-phases targeting specific audiences.

Third, the behavioral research component may be simplified. The Bangladesh case study demonstrated the use of various qualitative and quantitative research techniques to determine why behaviors were practiced. There are many other examples of more simplified research techniques being applied. In Nicaragua (Schwartz 1995) a social marketing plan was developed for strengthening school councils and participation of parents. Social research involved focus

group questioning. A total of nine focus groups were conducted involving a total of 48 participants. The results were sufficient to structure the national plan. The country of Nicaragua is probably as big as some provinces in Indonesia. This suggests that behavioral research need not be complicated to achieve intended outcomes.

Fourth, social marketing may be imbedded in existing project structures. Existing projects provide project management structures that include trained staff who can provide proper management oversight in designing and implementing the social marketing plan. This structure can save considerable time in procurement of outside consulting services, pilot testing and project implementation. It is a matter of convincing both national government and funding agencies that social marketing is an important subcomponent of the project and that sufficient funding needs to be allocated over a multiyear effort.

Social marketing need not be a daunting task. If fits well with a nation's social reform effort. This has been proven over and over again in the health, population, nutrition and environment sectors. It can serve equally well in education providing that stakeholders understand its importance in creating an enabling environment for change and reform.

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